



GSA Federal Acquisition Service

Revised May 7, 2021

FAS POLICY AND PROCEDURE (PAP) 2019-04

MEMORANDUM FOR ALL FAS ACQUISITION ACTIVITIES

FROM: MARK J. LEE
ASSISTANT COMMISSIONER
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SUBJECT: Evaluating and Reporting Past Performance

1. Purpose. This Policy and Procedure (PAP) provides guidance on evaluating and reporting contractor past performance information¹. The purpose of this revision is to update the procedures for evaluating past performance for Multiple Award Schedule (MAS) offers (See [Attachment 1](#)).

2. Background. Past performance information provides insight on contractor actions under previously awarded contracts or orders. Properly evaluating and reporting past performance information can decrease the Government's risk in contracting, as past performance is one indicator of an offeror's ability to perform future contract requirements.

3. Effective Date. This policy update is effective upon issuance of FY2021 MAS solicitation refresh #6.

4. Termination Date. This PAP terminates when cancelled or moved to "inactive" status in the Acquisition Policy Library.

5. Applicability. This policy applies to all FAS acquisition activities. It does not apply to Department of Veterans Affairs (VA) contracting activities.

6. Cancellation. Instructional Letter (IL) 2011-13, Evaluating and Reporting Past Performance; IL 2011-13 Supplement No. 1

¹ This PAP does not include guidance on the review of past performance information contained in the Contractor Performance Assessment Reporting System (CPARS) for the purpose of conducting responsibility determinations. See [Instructional Letter 2011-06 and Instructional Letter 2011-06 Supplement No. 1](#) for guidance on responsibility determinations.

7. References to Regulation/Policy.

- Federal Acquisition Regulation (FAR)
 - [Subpart 9.1](#) - Responsible Prospective Contractors
 - [12.206](#) Use of past performance
 - [13.106](#) Soliciting competition, evaluation of quotations or offers, award and documentation
 - [Subpart 15.3](#) - Source Selection
 - [17.207](#) Exercise of options
 - [Subpart 42.15](#) - Contractor Performance Information
- General Services Administration Acquisition Manual (GSAM)
 - [Subpart 542.15](#) - Contractor Performance Information
- PAP
 - [PAP 2017-02](#) Updated Procedures for Exercising the Option to Extend the Term of a Federal Supply Schedule (FSS) Contract
 - [PAP 2019-03](#) Updated Offeror Instructions and Offer Evaluation Provisions for the Consolidated Federal Supply Schedule (FSS) Solicitation

8. Instructions/Procedures.

A. Evaluating Past Performance

The Office of Federal Procurement Policy (OFPP) notes that the "...past contract performance of an offeror is one of the relevant factors that a contracting official of an executive agency should consider in awarding a contract."² A contracting officer (CO) should consider past performance data from a wide variety of sources both inside and outside the Federal Government³.

a. Sources of Past Performance Information

At a minimum, FAS COs must review and evaluate past performance information in the Contractor Performance Assessment Reporting System (CPARS) for all *negotiated competitive acquisitions* expected to exceed the simplified acquisition threshold (SAT) unless documented in accordance with [FAR 15.304\(c\)\(3\)\(iii\)](#). For orders and Blanket Purchase Agreements (BPAs) expected to exceed the SAT, COs are encouraged to use past performance as an evaluation factor and may use past performance information in CPARS (or check for negative past performance information in the Federal Awardee Performance and Integrity Information System [FAPIS]) to support the evaluation of this factor. Other sources of past performance information to consider include customer surveys, interviews with program managers or other COs, and other reasonable sources. The CO must document the contract file (i.e., Pre-Negotiation Objectives Memorandum, Source Selection

² Best Practices for Collecting and Using Current and Past Performance Information, OFPP, May 2000

³ See [FAR subpart 9.1](#), [FAR 13.106](#), or [FAR subpart 15.3](#), as applicable.

Plan, or similar document) to indicate how past performance information was used in the source selection process.

For MAS offers, COs must evaluate past performance on an Acceptable/Unacceptable basis (except in cases where no relevant past performance information is available--see *“Offerors with no relevant past performance information available”* for more information on assigning a neutral rating to a MAS offeror’s past performance). The ultimate acceptable/unacceptable determination is made by the Schedule CO based on all relevant past performance information available. The Schedule CO may consider the varying degrees of satisfaction in different performance areas (e.g., “Quality of Product or Service”, “Schedule”, “Cost Control”, etc.) when making the ultimate determination of “acceptable” or “unacceptable.” The offeror instructions in SCP-FSS-001, *Instructions Applicable to All Offerors*, provide new offerors with two (2) methods, depending on their level of experience, for submitting past performance information. COs must follow the procedures in [Attachment 1](#), *Procedures for Evaluating Past Performance for MAS Offers*, to evaluate past performance for MAS offers.

b. Relevance of past performance information

The CO has discretion to determine the relevance of past performance information. In general, the CO should look for performance information on past or current contracts similar in scope and complexity to the current requirement. This may include both federal and non-federal contracts. The CO may consider the North American Industry Classification System (NAICS) codes assigned to previous contracts, but relevant past performance information is not limited to contracts with NAICS codes that match the current requirement.

c. Offerors with no relevant past performance information available

When an offeror lacks relevant past performance information, the CO may consider relevant past performance information related to work performed by predecessor companies or key personnel. In the instance that an offeror has no relevant experience or past performance information, the offeror’s past performance must be rated as “neutral.” COs must not reject an offer solely on the grounds that the company has no documented past performance history⁴. Although the contractor may be considered neutral on past performance, the CO must make an affirmative determination of responsibility in accordance with [FAR 9.104](#). The lack of a past performance record may introduce unknown risks and should be documented as such in the contract file. However, in accordance with FAR part 9, a prospective contractor must not be determined responsible or non-responsible solely on the basis of a lack of relevant past performance history, except as provided in [FAR 9.104-2](#).

⁴ Follow the guidance in [FAR 15.305\(a\)\(2\)](#), [FAR subpart 42.15](#) in these instances.

B. Exercising Options

In accordance with [FAR 17.207\(c\)\(6\)](#), COs may exercise an option only after considering the contractor's past performance evaluations on other contract actions. When available, FAS COs must review relevant past performance information in CPARS and document findings in the contract file prior to exercising any option. At a minimum, the CO must consider currency and relevance of the information, source of the information, context of the data, and general trends in contractor's performance.

When a contractor does not have any past performance information available in CPARS a CO may exercise an option if the contractor is otherwise eligible and it is in the best interest of the Government considering price and other factors (see [PAP 2017-02](#), Updated Procedures for Exercising the Option to Extend the Term of a Federal Supply Schedule (FSS) Contract).

COs may not exercise an option of a MAS contract unless performance has been acceptable under the contract (see clause I-FSS-163, Option to Extend the Term of the Contract (Evergreen))⁵.

C. CPARS Reporting

When an evaluation is required, the performance information must be submitted in [CPARS](#) and documented in the MAS order/contract file under Tab 42, *Contract Closeout Documents* and in the non-MAS order/contract file under Tab 47, *Surveillance*. The content of the evaluation must comply with [FAR subpart 42.15](#), which identifies minimum evaluation factors and subfactors and provides guidance for completing evaluations.

a. Multiple Award Schedule (MAS) Contracts

For MAS contracts, *ordering activities* are responsible for preparing past performance evaluations at least annually and at the time the work is completed under the order in accordance with [FAR 42.1502](#). For MAS contracts which include a small business subcontracting plan, MAS COs must annually prepare an assessment of the contractor's performance against, and efforts to achieve the goals in the subcontracting plan for those contracts.⁶

⁵ For additional details on the option process for MAS contracts, refer to [FAS PAP 2017-02](#), *Updated Procedures for Exercising the Option to Extend the Term of a Federal Supply Schedule (FSS) Contract*.

⁶Note: FAS OPC is currently seeking a class deviation to temporarily waive the requirement for FAS CO's to evaluate MAS contracts in CPARS until a final determination is made as to whether a CPARS business rule, which precludes the assessment of contractor past performance at the base contract level on new multiple award contracts, is inconsistent with the FAR and should be disabled. In the interim, FAS COs should continue to use CPARS to create and route past performance assessments when the contract is accessible in CPARS. If a MAS contract is not accessible in CPARS, the CO must complete the assessment manually. Instructions are published on the FAS Policy Library, [Subcontracting Plans and Past Performance](#) Acquisition by Topic page.

b. Non-MAS Contracts

i. FAS IDIQ Contracts

For *multiple-agency* IDIQ contracts exceeding the SAT, the same evaluation requirements exist as for MAS contracts (see guidance in Section C. paragraph a.).

For *GSA use only* IDIQ contracts exceeding the SAT, the contract must specify whether past performance evaluations will be performed at the order level. In making this decision, the CO must consider whether order-level evaluations would produce more useful past performance information for source selection officials than that contained in the overall contract evaluation ([see FAR 42.1502\(d\)](#)).

ii. Task and Delivery Orders⁷

For FAS orders exceeding the SAT placed against *multiple-agency* contracts, *multiple-agency* IDIQ contracts, and MAS Contracts, the ordering CO or designee must prepare an evaluation of contractor performance in accordance with [FAR 42.1502](#).

For orders exceeding the SAT placed against *single-agency* (i.e. GSA use only) contracts, the ordering CO or designee must refer to the contract terms and conditions to determine whether order-level past performance evaluations are required for orders above the SAT.

D. Key Responsibilities, Controls, and Metrics

GSA has established management controls and internal agency procedures, consistent with [FAR subpart 42.15](#), for evaluating and reporting contractor performance. [GSAM subpart 542.15](#) outlines important individual responsibilities for managing contractor performance information. Key responsibilities and management controls implemented by FAS are highlighted below.

- The CO is ultimately responsible for documenting performance information. COs may delegate performance documentation duties to a contract specialist, program manager, Contracting Officer's Representative (COR), or end users of the product or service.
- Designated FAS Focal Points are responsible for monitoring the progress of CPARS evaluations and ensuring that the responsible individuals complete the evaluations in a timely manner. FAS Focal Points provide overall support for the CPARS process for the organization, to include registering contracts, setting up and maintaining user accounts, and general user assistance. A current list of FAS Focal Points is pulled from CPARS on a monthly basis and can be found on the [GSA Acquisition Portal](#) by following the "[Acquisition by Topic](#)" link to the "[Past Performance](#)" page.

⁷ Note that for BPAs, reporting is required at the order level and not at the BPA level.

- GSA monitors agency and service-level compliance with entering past performance information into CPARS. This information can be viewed on the [Acquisition Workbench](#) tool on the [Acquisition Dashboard](#).
- FAS Office of Policy and Compliance (OPC) tracks Key Performance Indicators (KPI), including CPARS compliance rates in the [FAS Contract Activity Executive Dashboard](#) and in the Head of Contracting Activity (HCA) Scorecard which is distributed each quarter to FAS HCAs.

Attachments:

[Attachment 1](#). Procedures for Evaluating Past Performance for MAS Offers

[Attachment 2](#). MAS Past Performance Questionnaire

9. Signature.

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5/7/2021

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Date